



DEPARTMENT OF THE NAVY
HEADQUARTERS UNITED STATES MARINE CORPS
WASHINGTON, DC 20380-0001

MCO 5320.16
MPC-55
27 Nov 92

MARINE CORPS ORDER 5320.16

From: Commandant of the Marine Corps
To: Distribution List

Subj: EXTERNAL MARINE CORPS BILLETS

Ref: (a) MCO 5311.1A
(b) MCO P3121.1

Encl: (1) Sample Letter and Questionnaire

1. Purpose. To provide guidance on and establish procedures for the management of external Marine Corps billets. Topics covered include establishment of new billets, the continual validation of existing billets, and the requirement for staff briefings for officers reporting to external assignments.

2. Cancellation. HQO 1080.2A and HQO 5050.4H.

3. Policy

a. Increases in the number of external billets will be approved only in cases where every reasonable effort has been expended to identify a compensatory reduction and the billet is of sufficient importance to the Marine Corps to override all other considerations.

b. Systematic and continual validation is required to ensure that:

(1) All approved external Marine Corps billets are necessary and of significant benefit to the Marine Corps.

(2) Contact with the incumbents of external billets is maintained.

(3) Sufficient information is available to identify, validate, and establish future external billet requirements that are of importance to the Marine Corps.

c. Briefings will be provided to officers and selected senior enlisted personnel ordered to external assignments. Such briefings will be conducted prior to reporting to their new billets and on a continuing basis thereafter.

4. Background

a. A significant number of Marine Corps officers and enlisted personnel have traditionally been provided to various staffs, schools, and activities external to the Marine Corps.

While each billet was initially established through the formal validation process, a procedure to systematically and periodically revalidate external billets existed only for those billets under the cognizance of the Chairman, Joint Chiefs of Staff (CJCS) and a number of school billets. In 1984, procedures were established to provide a systematic and continual revalidation of all external billets.

b. The procedures previously established need to be revised and expanded. Not only must we revalidate existing requirements, we must also be able to identify future external billet requirements that would be of value to the Marine Corps. The increasing importance of the joint arena coupled with our declining manpower resources require us to be more astute in preserving our Marine Corps assets and demonstrating our viability as a force.

c. To operate successfully in this crucial arena, where the Marine Corps roles, missions, and structure are negotiated, we must ensure our interests are properly represented. Proper revalidation of existing external billets will identify billets we should retain, will identify offices in which we should be represented, and will identify billets we should seek to delete; thus providing compensation for new, higher priority billets.

d. Former instructions concerning the ordering of Marine Corps officers to staff briefings at HQMC prior to reporting to external assignments required briefings of only selected billets identified by the sponsor. Because of the dynamic nature of the external billets, it is apparent that this approach is too limited in scope and does not properly prepare Marine officers for service outside the Marine Corps. The actions specified within this Order are intended to correct this deficiency.

5. Information

a. Assignment of billet sponsorship. The external billets and their incumbents are linked to the Marine Corps via a system of billet sponsorship. Billet sponsors are reflected on the T/O next to the billet except where the entire T/O is sponsored by one activity, in which case, the T/O sponsor is listed in enclosure (4) of reference (a).

(1) Billet sponsorship is assigned based on functional responsibilities and interaction within the Marine Corps.

(2) Assignment of billet sponsorship must consider not only the functions of the incumbent, but also the Marine Corps organization/staff with which the incumbent principally interacts. This dual-based assignment policy will ensure billet

sponsorship will not be assigned solely on the basis of billet title and description. Who the incumbent interacts with and who in the Marine Corps is concerned about the incumbent's functional issues are important considerations. For example, a logistician billet within the Defense Logistics Agency would most likely be sponsored by the DC/S for Installations and Logistics (CMC (L)); a programming billet within the J-8 of the Joint Staff or Unified Command would most likely be sponsored by DC/S Requirements and Programs (CMC (RP)); a planner's billet in the J-5 of the Joint Staff would most likely be sponsored by the DC/S for Plans, Policies and Operations (CMC (PP&O)); an administrative clerk billet in the J-5 would also be sponsored by CMC (PP&O) because the billet is in support of PP&O functions.

b. Establishment of new external billets. The requirement to establish a new external billet can originate from the external activity itself, the billet sponsor, and internal or external higher authority (e.g., the Commandant or the Secretary of Defense). Regardless of the origin of the requirement, the billet sponsor is responsible for identification of compensation.

(1) The Future-Years Defense Program (FYDP) reflects the allocation of Marine Corps manpower by fiscal year and functional area. The FYDP does not contain any manpower program authorizations that are not assigned to billets. As a result, there are no unallocated spaces available for use in satisfying unplanned manpower increases. Consequently, requests for additional billets must be initiated through submission of a Program Objective Memorandum (POM) initiative. Initiatives for additional military manpower are coordinated by the structure sponsor and compete during annual POM deliberations. A program for manpower requirements is then developed on the basis of annual POM decisions. This process is mandatory for all manpower requirements including external billets. New external billet requirements are generally identified during normal Joint Staff deliberations or by requests from external agencies that are not part of the Joint Staff manpower process. Programming information is provided in reference (b).

(2) The establishment of new external billets and modifications that involve increases in grade levels and those types of changes that have not been approved in the POM process require the identification of compensatory reductions. The compensation must be of the same type (i.e., military officer for military officer, enlisted for enlisted) and military grades must be of equal or higher grade than the desired change. In cases where compensation is not identified from within the Supporting Establishment (SE) structure, all reductions must be made against FMF end-strength. As the number of uncompensated external billets and concomitant draw downs on the FMF increases, the possibility of these draw downs adversely impacting on the FMF also increases. Accordingly, the identification of SE

compensation is as important as the identification of beneficial, new external billets.

c. Briefing responsibilities. All Marines should understand how the Corps is organized, trained, and equipped for expeditionary service. By virtue of their respective assignments, Marines ordered to external billets often become isolated from the magnitude and scope of Marine Corps-wide activities. It is imperative, therefore, that they maintain a current awareness of Marine Corps policies, positions, and initiatives. In many cases, they represent the Marine Corps in a non-Marine Corps environment and, as such, what they say is often interpreted as the official Marine Corps position. We can ill afford to be misunderstood within the Department of the Navy, Department of Defense, the joint arena, foreign governments, or the public at large. At a time when the national debate will once again focus on reducing the military budget through the restructuring of forces and reductions to end-strengths, the need to accurately portray the Marine Corps and to correctly convey our roles and missions is paramount. As a minimum, officers serving in external assignments should know who their sponsor is, be familiar with current Marine Corps plans and applicable policies, and be cognizant of their responsibilities to the Marine Corps.

(1) To ensure these requirements are fulfilled, officers ordered to external Marine Corps billets for colonels and below will receive background briefings prior to reporting. These initial briefings will be updated on a continuing basis. Consideration should also be given to briefing selected senior enlisted personnel serving in external billets. The selection of these enlisted billets is at the discretion of the sponsor. Conscientious discharge of this responsibility will assist those selected in carrying out the duties of their assignments and will provide valuable feedback to the Marine Corps.

(2) Briefings will be informal and restricted to the needs of the individual billet and billet incumbent as determined by the billet sponsor. Additionally, the billet sponsor will determine the necessity for a face-to-face briefing.

(3) General officers, on a case-by-case basis, will be given briefings prior to assuming the duties of a billet external to the Marine Corps.

d. Joint Duty billets. The external billets covered by this Order include all billets that result in the assignment of a Marine outside of the Marine Corps. However, not all external billets are Joint Duty Assignment (JDA) or "joint" billets. A joint billet is a field grade billet that is listed on the Joint Duty Assignment List (JDAL). This is a Secretary of Defense approved list of approximately 9,000 billets (from all Services)

which are positions in multi-service or multi-national commands involved in the integrated employment or support of forces from at least two military departments. Such involvement includes, but is not limited to, matters of national military strategy, joint doctrine and policy, strategic or contingency planning, or command and control of combat operations under a unified command. A critical joint billet is one which is required to be filled by a joint specialty officer (a field grade officer who is especially trained and oriented toward joint matters). Critical joint billets are approved by the Secretary of Defense and are documented as such in the JDAL. Joint billets are designated in the T/O by a "J" in the Special Category Column. Critical joint billets are designated by an "E". Examples of non-joint external billets are those with the Navy, Army, Air Force, or other Service schools, and non-DoD billets (billets outside of the DoD such as those with the State Department, White House, Justice Department, etc).

e. Over staff billets. In response to requirements imposed by higher authority or urgent, unprogrammed requirements, Marines may be assigned in excess of an organization's T/O. These excess personnel or "over staffs" are approved to accomplish short-term projects and will be authorized only after every other available means of staffing has been exhausted. All requests for over staffs in excess of 6 months require the identification of manning compensation. This compensation designates the specific billet, by T/O and line number, that will not be filled for the duration of the over staff. Over staffs are not approved in excess of 3 years as those requirements are considered to be permanent and should be requested as a T/O billet per reference (a) Because of their temporary nature, over staffs will not be reflected on an organization's T/O.

6. Action. HQMC staff agencies, field commanders, incumbents of external billets, and personnel associated with the sponsorship and management of external billets will familiarize themselves with the contents of this Order. Specific responsibilities are delineated below.

a. Billet Sponsor Responsibilities

(1) Encourage external agencies to identify compensatory reductions when new billets are sought. As an alternative, identify a compensatory reduction from within sponsored SE assets if the requested billet is accepted by the Marine Corps without offset.

(2) Coordinate with the affected command when a compensatory offset is provided from the sponsor's external billets. The Marine Corps cannot unilaterally delete a billet that comes under the cognizance of the CJCS. CJCS approval is

required to establish a billet in a JCS controlled command; likewise the deletion of a billet also requires JCS approval.

(3) Submit a to CMC (MPP-47) for competition in the POM process. Reference (b) is the primary source document for guidance during preparation of these initiatives.

(a) Submit during the next POM call for new external billets that do not require immediate consideration and for those billets that have been accepted for planning and programming in the outyears by CJCS decision.

(b) Submit an out-of-cycle initiative for those billets that require immediate consideration.

(c) Specifically identify those billets that will be fully or partially reimbursable to the Marine Corps.

(4) Provide a compensatory reduction from sponsored assets for all approved external billets that are not successful in the POM process.

(5) Prioritize all sponsored external billets as to their importance to the Marine Corps to provide a basis for identifying compensatory reductions.

(6) Review external billets to maintain proper billet sponsor designation, informing CMC (MPC-50) when changes are required.

(7) Conduct a continuing validation of all sponsored external billets and make recommendations to the CMC (MPC-50) at least 1 year prior to the relief of the incumbent when deletion of a billet is recommended.

(8) Direct the incumbent Marine officer and selected senior enlisted Marines (selection at the discretion of the sponsor) at each external activity to submit an evaluation of their external billet 1 year after assignment. The incumbent submits additional evaluations 1 year prior to rotation and on those occasions that billet functions change or revalidation is apparent. The evaluation will include, as a minimum, a description of duties, an assessment of the importance of the billet to the Marine Corps, and a recommendation as to the retention of the billet. Recommended format for requesting this information is contained in the enclosure. Billet evaluations should be forwarded to the billet sponsor. These billet evaluations will become the basis of the billet sponsor's recommendation to the DC/S M&RA for deletion/retention of the external billets and will form the basis for the billet sponsor's prioritization of external billets.

(9) Conduct a continual assessment of external activities, with special emphasis on the Joint Staff and the Office of the Secretary of Defense, to target billets which would prove beneficial to the Marine Corps. Once identified, sponsors should work with the external activities, negotiating the Marine Corps into beneficial billets as they become available.

(10) On an individual level, the billet sponsor will maintain continuous contact with the Marines assigned to external billets. Specifically, the billet sponsor must be aware of:

(a) Billet description ("real" as well as published).

(b) Significant additional duties.

(c) TAD requirements, especially those which result in duty away from the normal reporting senior as well as significant travel.

(d) Quality of life status of the Marine and his dependents.

(e) Unusual problems.

Personal correspondence, telephone calls (security concerns permitting), personal visits, or briefing books are examples of how this contact can be maintained. However the sponsor chooses to maintain contact, external billet incumbents should be provided with information on USMC policies, positions, and functional guidance to assist them in presenting the Marine Corps position in the external arena. This information should be updated as needed. A quarterly update is suggested. Maintaining contact should ensure the Marine assigned to an external billet knows his/her sponsor and what the Marine Corps expects of him/her. It will also ensure that the billet sponsors are aware of the requirements being placed upon the billet holders.

(11) Briefing responsibilities include the following:

(a) Develop a briefing schedule for their sponsored officer billets that are external to the Marine Corps. The format and the location of the briefing will be determined by the billet sponsor and will be dependent upon the needs of the Marine Corps and the officer assigned to the external billet. Regardless of format (e.g., phone call, letter, personal visit, etc.), briefings should include instructions for the officer to maintain contact with the sponsor.

(b) Coordinate with CMC (MM) to obtain copies of the external billet slate on a monthly basis to facilitate scheduling of briefings. Each billet sponsor will contact, schedule, and

conduct briefings with officers identified in the slate as in-bound to a billet.

(c) Provide updated information to the incumbent of the external billet on a continuing basis. The frequency and the format of the contact will be determined by the billet sponsor. It is strongly recommended that briefings be conducted at specific intervals: upon assignment, 1 year in the assignment, upon changes in billet duties, and 1 year prior to the incumbent's rotation.

(d) Effect liaison with the billet incumbent and prospective in-bound officer to determine specific briefing requirements. It is recommended that the following be included in the briefings:

1 Significant issues and on-going actions that need to be passed between the current incumbent and in-bound officer.

2 Overview of significant issues and programs on-going at HQMC.

3 Copies of the Top Level School Reference Papers and the most recent copy of the USMC booklet, Concepts and Issues. In order to ensure that sufficient copies of the Reference Papers are available, sponsors should forward a request for the number of copies needed to CMC (SPD).

4 If the billet sponsor desires to have the briefings conducted en route on PCS orders, the sponsor will provide the necessary itinerary to the assignment monitor prior to PCS orders being released on the Marine.

b. DC/S M&RA responsibilities

(1) MPC will:

(a) Identify compensatory reductions for new external billets if the billet sponsors are unable to do so. It should be noted that the DC/S M&RA does not maintain a reserve of unallocated structure. Accordingly, if compensation is not identified, MPC will, in most cases, identify compensation from the billet sponsor's SE assets. If this is not possible and the billet is sufficiently important to override all other considerations, FMF drawdown authority will be requested from the Assistant Commandant.

(b) Monitor all external billets in coordination with the billet sponsor to ensure that each billet is necessary and important to the Marine Corps and to attempt to identify compensatory reductions to replace any approved FMF draw downs.

(c) Advise the billet sponsor to submit a POM initiative during the next POM call for future year billets that are not approved through the CJCS manpower process. In addition, the requesting agency will be notified that the billet has been accepted for planning and programming in the future years.

(d) Update billet sponsor information as necessary. Billet sponsor information will include the section responsible for the billet and the phone number.

(e) Forward a program questionnaire to the external billet incumbents to evaluate the implementation of this Order. The questionnaire will be sent biennially to a random sample of incumbents. The random sample will include geographically dispersed incumbents sponsored by all major billet sponsors.

(f) Forward a biennial program status questionnaire to the external billet sponsors to evaluate the implementation of this Order.

(2) MP-20 will:

(a) Notify the appropriate billet sponsor of the CJCS decision regarding external billet(s) that have been accepted by the Marine Corps for planning and programming in the future years.

(b) Advise CJCS of the results of the POM process concerning those billets that were accepted for planning and programming.

(3) MPP will advise billet sponsors, MP-20, and MPC of the results of the POM deliberations.

(4) MM will:

(a) Provide a copy of the orders of officers en route to external billets to the billet sponsor.

(b) Include a standard paragraph on billet sponsorship in the orders of officers and enlisted Marines being assigned to external billets referencing this Order and stating who the billet sponsor is, down to the section level with a phone number. If that information is not readily available, the orders will state that a billet sponsor is assigned and refer the Marine to MPC-50 for further information.

(c) Designate which general officers require briefings, and develop and conduct the briefings.

(d) Issue orders to colonels and below assigned to billets requiring face-to-face briefings, as determined by the billet sponsor. The provisions of paragraph 6a(11) (d)4, above, apply.

c. External billet incumbent responsibilities. A dual responsibility exists between the billet sponsor and the individual Marine assigned to the external billet. The billet sponsor is responsible for providing current information on the overall policies and views of the Marine Corps. The individual Marine, in turn, is responsible for providing timely feedback to the billet sponsor on pertinent items that may have a potential impact on the Marine Corps. The individual Marine should also validate with the billet sponsor the content of work being performed in the external billet, e.g., whether or not the Marine's services are being used in an appropriate manner by the external organization. This liaison should be conducted as needed, although a quarterly basis is recommended. The liaison can be initiated by either the individual Marine or the senior Marine present.

d. The Director, Administration and Resource Management will ensure that officers reporting/transferring to external billets in the Naval District of Washington check in/out with their billet sponsor.

7. Reserve Applicability. This Order is not applicable to the Marine Corps Reserve.



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SAMPLE LETTER AND QUESTIONNAIRE

From: Commandant of the Marine Corps
To: External Billet Addressee

Subj: VALIDATION OF BILLETS EXTERNAL TO THE MARINE CORPS

Encl: (1) Questionnaire, Billets External to the Marine Corps

1. The continuing austerity of our manpower environment necessitates a continual revalidation of each external billet to ensure maximum benefit to the Marine Corps. This validation process is particularly difficult because of the independent/detached nature of these billets.
2. In order to obtain a current evaluation of external billets upon which to base validation, all external billet incumbents are required to submit an evaluation of their billet 1 year after assignment, 1 year prior to reassignment, and at any other time the billet undergoes substantive changes (e.g., reorganization of the activity, realignment of the billet, etc.). The enclosure provides the evaluation format.
3. When completing this evaluation, the billet incumbent should keep in mind that every effort is being made to reduce external billets which are not beneficial to the Marine Corps.
4. The questionnaire should be forwarded via the senior Marine at each activity to the Commandant of the Marine Corps (billet sponsor code).

ENCLOSURE (1)

QUESTIONNAIRE

Billets External to the Marine Corps

PART I

General Information

1. Name: _____
Last First MI

Grade: _____ SSN#: _____

2. Billet Title: _____

T/O #: _____ Line #: _____

Office Phone #: _____

3. Is your billet JOINT or JOINT CRITICAL?

JOINT _____ JOINT CRITICAL _____ NON-JOINT _____

JDA Number _____

4. Does your billet have a written job description?

_____ Yes _____ No

a. If yes, attach a copy to this questionnaire and indicate significant differences between actual duties and written description.

b. If no, attach a description of your job, including tasks and functions, to this questionnaire.

c. If a letter of instruction has been provided for your billet, attach a copy to this questionnaire.

d. Attach a brief description of the functions and tasks performed by your office or section.

5. Is your billet reimbursable? _____ Yes _____ No

6. Occasion for report:

_____ 1 year on station _____ 1 year remaining _____ Other

ENCLOSURE (1)

Part II

Billet Requirements

1. What do you believe is the minimum grade required for this billet? _____
2. Does the billet MOS accurately reflect particular skills that are required? _____
3. Does the billet require a Naval Aviator or Naval Flight Officer? _____

If so, why? _____

4. Should the completion of a particular Service school or course be required prior to assignment? _____

If yes, name school or course and briefly give reason.

5. Does the billet require access to special compartmented information? _____

PART III

Billet Evaluation

1. How often do your particular duties require the skills and experience unique to a Marine officer/enlisted?

_____ Daily _____ Frequently _____ Seldom _____ Not at all

2. By virtue of your position, how often are you able to influence actions which are relevant to the Marine Corps?

_____ Daily _____ Frequently _____ Seldom _____ Not at all

3. In the course of your job, how often do you communicate important information acquired in your position to Headquarters Marine Corps and other Marine Corps activities?

_____ Daily _____ Frequently _____ Seldom _____ Not at all

ENCLOSURE (1)

If you replied daily, frequently, or seldom to the above, to whom do you communicate? _____

4. What is your evaluation of your billet in relation to its overall value to the Marine Corps?

- a. _____ Essential
- b. _____ Very desirable
- c. _____ Desirable
- d. _____ Not worthwhile

What is the basis or rationale for your evaluation above?

5. If more than one Marine is assigned to your office, is it possible to consolidate those billets and reduce the manpower requirements associated with them?

_____ Yes _____ No _____ Not applicable

Provide rationale for your answer.

6. If you are the only Marine in your section, could another Marine serving in close proximity (i.e., same building, nearest Inspector-Instructor, etc.) perform the liaison or representative duties of your job?

- a. _____ Yes
- b. _____ No. Why not?
- c. _____ Not applicable

ENCLOSURE (1)

If yes, identify the billet and unit which could represent the Marine Corps' interest and give mailing address:

7. Based on your knowledge of the organization to which you are assigned, are there any other positions or areas that would also serve or better serve Marine Corps interests? If yes, identify the positions or areas and provide justification.

8. Based on the preceding information and in view of the current manpower constraints, do you believe your billet to be necessary and/or of significant value to the Marine Corps?

9. Do you believe the billet should be retained or deleted?

ENCLOSURE (1)